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REPORT OF THE PREPARATORY MEETING OF THE WORKING GROUPS OF THE INTER-STATE FACILITATION COMMISSION OF THE CAIRO-GABORONE TRANS-EAST AFRICAN HIGHWAY AUTHORITY

A. ORGANIZATION AND ATTENDANCE

1. The preparatory meeting of the Working Groups of the Inter-State Facilitation Commission of the Cairo-Gaborone Trans-East African Highway Authority was held at Addis Ababa, Ethiopia from 24 to 25 September 1984.

2. The meeting was attended by representatives of Egypt, Ethiopia and the Sudan (members); and a representative of the GDR attended the meeting as an observer.

B. PROGRAMME OF WORK

The meeting adopted the following programme of work:

Monday 24 September 1984

8.30 - 9.30	REGISTRATION
10.00 - 10.45	OPENING OF THE MEETING
	(a) Opening Statement by the Chairman of the Inter-State Facilitation Commission (Egypt)
	(b) Welcome Address by the Executive Secretary of ECA
	(c) Address by any other Head of delegation
	BREAK
11.00 - 12.30	Consideration of agenda items 2,3
	(a) Adoption of the agenda and organization of work
	(b) Consideration of the Plan of Action of the Commission and the role of the Working Groups
	BREAK
15.00 - 17.00	Consideration of agenda item 4
	- Detailed Programme of activities of:
	(a) The Working Group on Immigration (b) The Working Group on Customs (c) The Working Group on Traffic Regulations

Tuesday 25, September 1984

9.00 - 12.00	Consideration of agenda item 4 (cont'd) 5,6
	(a) Programme of activities of the Working Groups (Cont'd)

	(b) Any other matters (c) Date and Place of the next meeting
15.00 - 17.00	FREE
18.00 - 19.00	(a) Adoption of the Report (item 7) (b) Closure of the meeting

C. OPENING OF THE MEETING

4. In his brief opening statement, the Chairman of the Inter-State Facilitation Commission of the TEAHA, Mr. Abdel Maksoud Ahmed Sadek of Egypt welcomed representatives to the Preparatory Meeting of the Working Groups.

5. He expressed delight in opening the meeting and stressed that the work of the Groups was very important because without facilitation, the good road infrastructure being developed cannot be efficiently used.

6. He pointed out that the task of one meeting was to explore every possibility of eliminating all types of non-physical barriers to the free movement of persons and goods on the TEAHA system.

7. In conclusion, he urged the meeting to carefully study the various problems of road transport facilitation and to make sound suggestions for viable solutions to the problems in accordance with ECA's over-all objective of promoting economic development in the African region.

8. On behalf of Professor Adebayo Adedeji, United Nations Under-Secretary-General and Executive Secretary of the Economic Commission for Africa, Mrs. T.W. Kacperska, Officer-in-Charge of the Transport, Communications and Tourism Division, welcomed the Chairman and delegates of the Working Groups and thanked the host Government for facilitating the meeting.

9. She pointed out that impediment to Inter-State travel in the region was not only caused by lack of transport infrastructures but by administrative and legal non-physical barriers.

10. She observed that the approval of the establishment of the TEAH Inter-State Facilitation Commission, consisting of Customs, Traffic and Immigration Working Groups by the governing body was praiseworthy and a recognition of the collective approach to self-reliance and self-sustained development.

11. She emphasized that the objective of the meeting was to review the work programme and establish a time schedule for carrying out the approved work programme and pointed out that the Canadian International Development Agency had agreed to fund a pre-feasibility study of the TEAH system, mainly for identifying the extent of efforts in improving sub-standard section in Sudan, Northern Ethiopia and Northern Kenya; and as the study would also identify non-physical barriers, she urged that member States and the Working Groups integrate their facilitation work with the study and actively participate in the study by providing counterparts.

12. In conclusion, she stressed that with the given political will and the dedication of the professionals the non-physical barriers on the TEAH system shall be eliminated.

13. In his brief remarks to the meeting, the representative of Ethiopia welcomed the delegates and expressed the good wishes of Comrade Kassa Gabre, Alternate Member of the Politburo of the Committee of the Workers Party of Ethiopia and Minister of Construction.

14. He referred to the Cairo meeting which had established the objectives of the facilitation programme and observed that while some progress had been made, much remained to be done to achieve maximum transit freedom on the TEAH system, which was a challenge to the three Working Groups.

15. He expressed his Government's commitment to the activities of the Working Groups and indicating internal co-ordination among the concerned ministries and agencies was ongoing and that as Chairman of the Working Group on Traffic Regulations, his country was working in close collaboration with ECA and neighbouring countries.

16. In conclusion, he expressed appreciation to ECA for organizing the meeting and wished success in the deliberations of the meeting.

D. ACCOUNT OF PROCEEDINGS

Adoption of the agenda and organization of work (agenda item 2)

17. The meeting adopted the following agenda:

1. Opening of the meeting
2. Adoption of the agenda and organization of work
3. Consideration of the Plan of Action of the Inter-State Facilitation Commission (IFC) and the role of the Working Groups
4. Consideration of the detailed programme of activities of the IFC and of the Working Groups on Immigration, Customs and Traffic Regulations
5. Other matters
6. Date and place of the next meeting
7. Adoption of the report

Consideration of the Plan of Action of the Inter-State Facilitation Commission (IFC) and the role of the Working Groups (agenda item 3)

18. A member of the ECA secretariat, in introducing document TRANS/TEAHA/IFC-WG/2, on the Plan of Operation of the Commission, underscored the urgent need to determine the composition of each Working Group, and establish the general time schedule of commencement and completion of their work.

19. The following formation of the three Working Groups was suggested, which provides for the participation of the three chairing countries in at least one other Working Group:

(a) Working Group for Customs

(i) Sudan (Chairman)
(ii) United Republic of Tanzania

(iii) Zimbabwe
(iv) Botswana
(v) Ethiopia

(b) Working Group on Traffic Regulations

(i) Ethiopia (Chairman)
(ii) Egypt
(iii) Zambia
(iv) Zimbabwe
(v) Kenya

(c) Working Group on Immigration

(i) Kenya (Chairman)
(ii) Tanzania
(iii) Zambia
(iv) Botswana
(v) Sudan

20. The representative of Ethiopia said his country was prepared to receive and accommodate the CIDA consultants whenever they come. The representative of Ethiopia also confirmed his country's preparedness to call a meeting of the Working Group on Traffic before mid December 1984.

21. The Chairman thanked the leader of the Ethiopian delegation, and instructed the ECA to communicate with Kenya and the Sudan, and receive confirmation of support for the programme of Work and the CIDA study.

22. The meeting approved the composition of the Working Groups as proposed, reviewed and adopted the Plan of Action (annex I) and the Terms of Reference for the Feasibility study (annex II) as presented, and urged that efforts be made by each member country to receive and facilitate the work of the CIDA consultants by providing counter part personnel and local transport to ensure the success of their studies. The meeting also affirmed its resolve to commence all work within 1984, including the inaugural meeting of each Working Group at venues to be determined by each chairman.

Consideration of the detailed Programme of Activities of the IFC and of the Working Groups on Immigration Customs and Traffic Regulations (agenda item 4)

23. A member of the ECA secretariat introduced document TRANS/TEAHA/IFC-WG/3 concerning the programme of activities of each Working Groups (Customs, Traffic Regulations and Immigration). He added that the establishment and functioning of the Working Groups was crucial for the smooth flow of Traffic and Trade along the Cairo-Gaborone Highway.

24. The representative of Ethiopia said the Terms of Reference for Traffic Regulations was acceptable to his delegation as proposed.

25. The Chairman instructed the ECA to get in touch with the other two Chairmen (Sudan and Kenya) and ascertain that the terms of reference for, (respectively,) the Customs and Immigration Working Groups are acceptable to those two member countries.

Any other business (agenda item 5)

26. The Chairman, under this item, described briefly the progress being made in the improvement of the Cairo-Gaborone Trans-East African Highway within Egypt. He stated that the Cairo-Aswan highway was fully operational, and that improvement of the Aswan-Sudan Border road, which was started some 3-4 years previously, was scheduled to be completed before the end of 1984. He further reported that with the mutual agreement of the two adjoining states of Egypt and the Sudan, the improvement will extend 100 km into the Sudan, to terminate the upgrading work at the first principal town within the Sudan, rather than at the border post; and that the work would be completed by the end of 1985.

27. Finally, he said that because the road from Cairo to Aswan was beginning to be congested, a study was underway to construct a brand new, dual-carriageway from Cairo to Assiut, the half way mark between Aswan and Cairo. The study would be completed after 10 months, after which the implementation phase would commence.

28. The representative of Ethiopia reported that the missing link in his country was the Azezo Metema segment, but that feasibility study for that section was complete and that financing was being sought. Service to-traffic improvement as scheduled to commence in 1985.

29. The meeting was also informed by the ECA representative that the missing link within Kenya was the segment from Mayale to Isiolo which had recently been regraded for traffic service; and that the section that would really require major improvement was the Khartoum-Wadi Half Section of the Sudan, where the CIDA Consultants should focus their efforts and determine the resources required to upgrade it to all-weather standard.

30. The other problem sections were described to be the Arusha-Dodoma-Iringa section within Tanzania where the Government was engaged in improvement works, and the short Simba-Livingstone section within Zambia, which should be completely upgraded very soon.

Date and place of the next meeting (agenda item 6)

31. The next meeting of the Chairmen of the Working Groups would be held co-incidentally with the next meeting of the Inter-State Facilitation Commission and that of the Governing Council of TEAHA, scheduled to be held at Harare, Zimbabwe late in 1984 or early in 1985.

Adoption of the report (agenda item 7)

32. During the final session the meeting adopted its report as presented.

Closure of the meeting

33. In his closing statement, Mr. Abdel Maksoud Ahmed Sadek, Chairman of the Working Groups of the TEAHA Inter-State Facilitation Commission and Director of the Roads and Bridges Public Corporation of Egypt, thanked participants for their hard work and dedication, and their devotion to the effort to facilitate travel and trade along the Cairo-Gaborone Highway. He paid tribute to the ECA, and particularly to its Executive Secretary, Professor Adebayo Adedeji, whose untiring effort to the development and prosperity of the African Region in general, and the development of an efficient African transport system during the UN African Transport Decade in particular was a commendable effort bearing fruitful results all over the continent.

34. He then declared the preparatory meeting of the Chairmen of the Working Groups closed.

PLAN OF OPERATION OF THE INTERSTATE FACILITATION COMMISSION

Background and introduction

Travel along the Trans-East African Highway and its feeder links continues to be hampered not only by lack of adequate infrastructure, but also by legal and administrative barriers.

The Governing Council of Ministers of the Cairo-Gaborone Trans-East African Highway Authority during its second regular meeting held from 3 to 5 March 1983 at Cairo, Egypt, recognizing the fact that the Cairo-Gaborone Highway would become fully operational only if non-physical barriers are reduced or eliminated to facilitate the use of its infrastructures, decided to establish forthwith the Inter-State Facilitation Commission (IFC), as foreseen in the approved work programme of TEAHA.

The Inter-State Facilitation Commission that the Council has decided to establish should aim to work towards the provision of maximum freedom of transit in the Trans-East African Highway system with particular attention paid to freedom of unrestricted access to road-users on the Cairo-Gaborone Highway. This would include, but should not be restricted to, taking a census of existing treaty arrangements between member countries regarding customs, immigration, exchange control, etc., in the effort to bring about common acceptance by all member States of the relevant agreements where this is at present lacking. The Facilitation Commission should also endeavour to effectuate accession to all international conventions and agreements governing international travel and trade, including importation of goods, immigration, foreign exchange facilitation, visas, other border formalities; as well as road-side development items such as lodging, fueling and in general all the facilities required for the convenience of the travelling public.

The task facing the Inter-State Facilitation Commission is not easy by any standard, as the barriers to rapid "through" movement of persons and goods could not be destroyed easily unless the concerted effort of all member states is mobilized to achieve substantial uniformity and standardization of facilities and systems.

The most outstanding issue concerning the IFC is to review current regulations in member States affecting the movement of persons and goods across frontiers and the movement of traffic along the Cairo-Gaborone Highway.

The IFC may also concern itself, eventually, with road user-conveniences as mentioned earlier, but its primary objective should be to tackle regulations affecting international travel. Towards that end, the Commission will have subordinate working groups for (a) Customs, (b) Immigration and (c) Traffic regulations, with different member States, preferably on voluntary or "demonstrated interest" basis, assigned to head these "Working Groups".

The programme of work of each of the three Working Groups shall be dealt with under the appropriate agenda item. The Commission will nevertheless have to co-ordinate, harmonize and control their activities to optimize their effectiveness and efficiency.

Indicative work programme of the IFC

1. The Commission shall study the international travel and trade arrangements at all the borders of the main Cairo-Gaborone Highway with a view to easing the administrative constraints on international travel.

2. The IFC will review existing design standards with a view to determining whether and to what extent these can be made uniform.

3. The Commission shall carry out a survey of existing road traffic regulations in member countries with a view to:

(i) publicizing these for the benefit of international travellers

(ii) determining to what extent they can be made uniform

4. The Commission, after taking a census of existing treaty arrangements between and among the eight member States of the TEAH, would then concern itself to drafting inter-State agreements and treaties regularizing their obligations. (In establishing the TEAH, the eight member countries and nine associate member countries have established the condition precedent to such agreements). The treaties need to cover customs, immigration, exchange control and road traffic matters specifically.

A check list of such treaties and agreements is as follows:

(a) Inter-State Road Transport Permit Agreement
(b) Trans-East African Vehicle Driving License Agreement
(c) Trans-East African Vehicle Insurance Agreement
(d) Inter-State Transit Systems Agreement
(e) Miso consultations agreement
(f) Convention on free movement of goods and persons
(g) Currency exchange agreement at border posts
(h) Gradual abolition of visas in the trans-east area
(i) Temporary visas at border posts
(j) Harmonization of border post opening hours
(k) Establishment of common border posts

The principal objective of the Inter-State Facilitation Commission is to determine the extent of the problem of non-physical barriers to the freedom of travel and trade along the Cairo-Gaborone Highway, formulate measures designed to eliminate or reduce their effects on international exchanges, and implement these measures to ensure the fullest utilization of the Trans-East Highway system.

Implementation of these measures may be achieved through the establishment of interstate Working Groups on customs, immigration and traffic regulations, under the direction, supervision and control of the Commission.

ACTION PROPOSALS

Based on the introductory note provided above, the commission may wish to take decisive action along the programme of activities outlined below:

I. General framework

1. Composition of the Commission:

The Commission shall consist of customs, immigration and road transport officials of member States through which the Cairo-Gaborone Trans-East African Highway passes, that is to say:

"The Arab Republic of Egypt, the Democratic Republic of the Sudan, Ethiopia, the Republic of Kenya, the United Republic of Tanzania, Zambia, the Republic of Zimbabwe and the Republic of Botswana".

The Commission may co-opt such other officials as it may deem necessary for the discharge of its responsibilities.

2. Objective

The objective of the Cairo-Gaborone Trans-East African Highway is to promote inter-state and travel. Beyond this is the ultimate objective of any investment in transport, which is the advancement of economic development and growth through the establishment of a more efficient transport system which facilitates the movement of goods, people and ideas. Clearly an inadequate road system may constitute a major physical barrier to regional economic development, however, it is frequently the non-physical barriers which limit the usefulness of road investments as instruments of development.

The immediate objective of the Interstate Facilitation Commission of TEAHA is therefore identify and document those legal and administration barriers that are actually hindering the smooth flow of traffic and trade along the Cairo-Gaborone Highway (and ultimately along the TEAH system as a whole), and formulate measures and proposals designed to eliminate or reduce to a minimum its effects, in order to permit the fullest utilization of the network. The IFC should then, in a subsequent phase or phases of the exercise, concern itself with the effective implementation of those measures and recommendations, after its Governing Council shall have approved the measures.

3. Initial meeting of the IFC

A preliminary meeting of the Interstate Facilitation Commission shall be held at ECA headquarters, unless a member country offers to host the initial meeting. It shall be followed by a three day working conference leading to agreement on procedure, detailed job planning, a calender time-table and checklist of activities to be carried out.

4. Allotment of work

The allotment of work among the various groups and individuals and teams there-in shall be agreed. The tasks to be performed and the team or individual to do that would be agreed and listed.

5. Arrangements for field surveys

Arrangements shall be made for and detailed itineraries worked out to show in general terms the order in which the various tasks will be done. Dates shall be tentative at that preliminary stage, and should be regarded as targets which the Commission Groups shall try to achieve, but due to the large distances involved and the uncertainities of travel in the region, one should not at this stage expect to provide precise dates.

6. Liaison with other bodies

The Commission is expected during the initial period, to initiate efforts to develop and maintain contacts with international bodies, national ministries, private industrial organizations, academic bodies, and the principal automobile organizations which provide useful information on a broad background on relevant aspects of the study.

7. Prior to commencement of the actual field work, a certain amount of specific preparatory work would be required, both for the desk work and to prepare general guidelines for field activities. A calender time-table needs to be established. The following broad outlines of work are therefore considered useful, and should be reviewed with a view for adoption.

(a) Plan to visit to ECA HQ at Addis Ababa for consultation and to gather all available information.

(b) To liaise with each member country properly, contact personalities in government and private concerns involved in transport, etc., primarily to establish and maintain channels and also to obtain relevant information.

(c) Plan to visit national ministries, agencies, regional and district offices, to obtain the data required for the study. In each country, plan to visit each of the following offices:

(i) UNDP and IBRD Resident Representatives
(ii) National, Regional and District Planning offices
(iii) All development Ministries, banks, insurance agencies
(iv) Any foreign mission which may be assisting with planning within the eight member countries
(v) Consultants working in member countries on development projects

8. Action expected from member States

Member States are expected to co-operate fully with the Commission by seconding experts and others to work with the Commission by facilitating the study and research work in their territories, and providing local transportation and other physical and moral help that could ensure the success of the venture.

Specifically, each member country shall:

(i) Submit (forthwith) the names of national staff seconded to the Commission, in response to specific requests of the Commission for secondment. This should be accomplished before the target date the Governing Council shall have established for the Commission to commence work.

(ii) Much of the information required may be contained in confidential reports or be in files of consultants working in member countries to be studied. In the case where the Commission may encounter difficulties in gaining access to this information, member Governments concerned should facilitate the collection of data pertinent to the study.

(iii) The study will of necessity involve an international comparison of statistics, which will most certainly involve being faced with considerable discrepancies, particularly in the case of trade statistics. Thus the records of a country (A) showing its exports to another country (B) rarely coincide with (B's) accounts of its imports from (A). The differences may be due to differences in customs classification, or to the time at which figures are collected. Those differences should be analyzed in detail wherever feasible, and member countries should co-operate fully with the Commission to reconcile all such conflicting figures and difference, in order to avoid averaging of figures and publish figures which are not credible.

(iv) The following ministries and departments in member countries need to be alerted, put in the picture, and advised by member Governments to co-operate fully with the Commission, and to assure its success:

(a) Ministry/Commission of National Planning, and their regional planning authorities
(b) Ministries of the Interior or Local Government, and their district offices or administrative centres
(c) Ministries of Transport and Communications
(d) Ministries of Works, and/or Supply
(e) Ministries of Construction

(f) Ministries of Roads and Road Traffic
(g) Ministries of Finance
(h) Ministries of Agriculture, Fisheries, Forestries
(i) Ministries of Mines
(j) Ministries of Tourism
(k) Ministries of Trade

(v) The Governments should also facilitate, contacts and effective co-operation with the following agencies in their countries:

(a) Central statistics offices
(b) Major airlines
(c) Bus Companies
(d) Railway Companies
(e) Highway Authorities, or Roads and Bridges Public Corporations
(f) Truck Transport Firms
(g) Shipping
(h) Travel Agents
(i) Import/Export Agents
(j) Customs Authorities
(k) Immigration Authorities
(l) The Police
(m) Banks

(vi) The Minister designated to represent his country on the TEAHA Governing Council (or his designated representative) must be delegated by Government to act as the official responsible for the Commission's activities in his country and be relied upon to facilitate the Commission's work.

II. Programme of work

It is anticipated that the IFC would achieve the initial phase of its work in 12 months, with a subsequent "implementation" phase of 3-4 years, which would involve an action programme of actual revision and unification of road design standards, highway and traffic regulations, and customs and immigration procedures between the member countries of the TEAH. When fully realized, the collective measures taken by member countries shall have radically improved international trade in the region.

The Commission should consider accomplishing the first phase, which would involve a thorough study of the nature and extent of existing constraints in 3 parts as follows:

PART I - Desk study and Preparation (3 mos.)

PART II - Field Investigations and Surveys (6 mos.)

PART III - Preparation of Reports and Recommendations (3 mos.)

Clearly, some overlap should always be expected, where work in PART I may spill over into PART II or even III, and vice versa.

PART 1 STUDIES

The immediate objective of this part of phase I, i.e. the studies is for the IFC to assemble, get organized, gather as much general information as possible, and make all the preparations necessary for the field investigatives. The Commission may therefore adopt the following methodology for this task.

(a) Statistical data

The Commission will obtain from Governments, African intergovernmental and international organizations and any other source of relevance, sufficient data and information on legal and administration constraints on travel and trade along TEAH. In order that the data may be of maximum use for projecting trends, it shall also gather information as far back into the past as possible. As information is gathered, it should at the same time be assessed for reliability and suitability for the purposes to which it shall be put, in order to avoid drawing spurious conclusions from the analysis.

(b) Economic studies

The Commission shall define the zone of influence of the Trans-East African Highway in each of the eight member countries. Where particular legal and administrative changes are susceptible to economic analysis (e.g. changes in existing vehicle weight regulations). Costs and benefits should be assessed to test economic feasibility of the proposal. Priority should be given to services of intra-African trade.

(c) Legal and administrative studies

The international status of the TEAH, and the legal status of other international transport links should be studied to determine the legal status of the Cairo Gaberone Highway.

(d) Traffic regulations

Traffic ordinances of each country in the Trans-East African Highway region should be studied with a view to making recommendations for standardization where appropriate. These would include vehicle sizes and weights, allowable axle loads, vehicle licensing driver testing, validity of foreign licenses, insurence, road design standards, and customs procedures of vehicles.

(e) Frontier posts

The Commission will determine and document precise descriptions of the position and physical layout of the posts. The document on frontier posts should also provide detailed comments on the operation of each frontier post, together with recommendations for any changes in operation which may seen to be needed.

(f) Frontier formalities

For each Trans-East African Highway Country, information should be assembled on the formalities to be observed at the frontier posts for both entering and leaving. The formalities to be specifically studied include: police, health, immigration, customs, currency restrictions and tax clearance.

(g) Existing trade

As details on trade restrictions, such as any bans, quotas or quarantine restrictions, likely to inhibit the flow of trade should be assembled. Trade values between the eight countries, split by mode whenever possible, would be useful. Also the volume of trade between the eight countries, split into the main commodities traded and by mode, wherever possible should be collected and documented. Freight rates for commodities moved along the Cairo Gaborone corridor should be gathered.

(h) Existing passenger movement

Details of visa requirements and other restrictions on personal movement should be assembled. The volume of passenger travel between the eight countries should be established by mode of transport, broken down into (a) African (b) non-African and (c) business passengers. Passenger fares by mode of transport should also be gathered.

(i) Existing road travel

The volume of passengers and vehicles, (classified by type) on the line of the Trans-East African route should be gathered from the available records of each country. Measurements of delays to vehicles should be made at each of the frontier posts.

(j) Future trade

Forecasts of likely level of future trade should be made under each of three hypothesis:

(i) with the existing road plus any sections already planned or likely to be carried out in the next few years because of their economic viability

(ii) with the complete Trans-East African Highway, including non-viable sections

(iii) with the completed Trans-East African Highway, plus any administrative changes that may be recommended.

(k) Future passenger movements

Future passenger movements should be estimated under the same three hypothesis as (j) above.

(l) Future road traffic

(i) Future volume of traffic should be estimated under the same hypothesis as (j) above

(ii) Estimates of likely delays should be made possible by applying observations at other frontier posts in Africa carrying amounts of traffic similar to those estimated under (j) above.

(m) Accuracy of forecasts:

The studies of future events outlined in sections (j), (k), and (l) will depend largely on the availability of reports on other projects by Government departments or consultants. If no reports exist, or are not readily available, the Commission and its Working Groups should make approximate estimations.

(n) Economic analysis

(i) Cost of existing delays

This data (expressed as a monetary value per vehicle-hour) should be collected from the member Government concerned or from other sources.

(ii) Cost of future delays

From the data in future road traffic and cost of existing delays above, the total cost of the likely future delays should be estimated for each frontier post.

(iii) Method of reducing delays

The background information relating to experience in other parts of the world should be studied with a view to formulating, for particular posts, one or more methods of reducing delays, and estimating the size of the reduction. (The methods might be the employment of additional staff, new or altered buildings, redrafting forms, changes in procedures, etc.).

(iv) Direct costs of reducing delays

The direct costs of the methods suggested above in (iii) should be quantified.

(v) Indirect costs

Apart from the direct costs mentioned above in (iv), any suggested methods would probably involve indirect costs for administrative, overhead, which may not be easy nor necessary to quantify.

(vi) Economic viability

Any reduction in the cost of future delays should be counted as a benefit to the method under consideration, and should be compared with its direct cost in order to determine its viability, costs and benefits should be discounted to present value for the purpose of comparison.

(vii) Recommended changes

Changes should be recommended whenever benefits exceeds costs. In the case of any post where it proves possible to consider more than one mutually exclusive alternative the alternative economically most attractive should be recommended.

(viii) Recommended timing

Ideally the timing of any change should be for that year in which its net present value first exceeds zero, and the Commission should endeavour to indicate the time at which changes may be needed by using this criterion. In the case of uncertainties attached to forecasts of frontier traffic, such timing may not be precise. The Commission and it organs therefore also express recommendations in the form of traffic threshold 1/ levels at which the changes should be carried out.

(ix) Other recommendations

The analysis of delays outlined above involves the comparison of certain benefits with their associated costs. However other aspects of the study may not permit analysis in this manner, as only costs, and not necessarily their benefits may be measured, especially since some countries (Kenya, Tanzania, Zambia, Zimbabwe and Botswana) drive on left while others (Egypt, Sudan and Ethiopia) drive on right. Standardization recommendations in this matter could estimate the costs but not necessarily the benefits. Measurements of this nature should therefore be recommended on strategic considerations, and then a least-cost method should be sought for putting them into effect.

(o) Social benefits

There will inevitably be social benefits to any recommendations that may be made. For example, improvement to a border crossing can mean that some people receive benefits due to improved access to medical or educational facilities. If any instances are found where these benefits appear important, they should be mentioned without necessarily quantifying them.

1/ Threshold traffic values are those densities of traffic, in vehicles/day, at which it becomes economically worthwhile to upgrade the road to the next higher standard.

PART 2 - FIELD ACTIVITIES

The following guidelines for field investigations and studies are proposed for review and adoption by the Commission.

1. Determine the total volume and value of international trade for each member country, split by main commodities, mode of transport and countries traded with by visiting any or all of the development ministries, major airlines, and central statistics offices.

2. Determine the volume of trade and freight traffic crossing the borders at frontier posts on the TEAH route, by

   (a) enquiring at central authorities in the capitals;

   (b) inspecting records at the frontier posts;

   (c) observation at the frontier posts.

3. Determine the total volume of international passenger movements for each of the 8 countries, split where possible into African and non-African tourists and business passengers.

4. Determine the volume of passenger movements across the border at the frontier posts on the Cairo-Gaborone route, split into African, non-African and business groups, by

   (a) enquiring at the central authorities in the capital;

   (b) inspection of records at the frontier posts;

   (c) by conducting origin- and-destination surveys at the frontier posts.

5. Establish the freight rates for international transport along the line of the Cairo-Gaborone Highway and prepare a vehicle operating-cost matrix, by enquiring at transport ministries and agencies, the major airlines, trucking companies, import/export agents and shipping companies.

6. Establish the cost of international passenger travel along the Trans-East African Highway line from major airlines, bus companies, railway companies, shipping companies and travel agents.

7. Determine the volume of vehicular traffic on the route by:

   (a) enquiring with the central authorities in the capitals;

   (b) measuring the flow along the Cairo Gaborone route.

8. Determine the volume of vehicular traffic crossing the borders at the relevant frontier indicated with large circles on the TEAH highway map, (CART-4-80-16-Rev1,) with the exception of the Zimbabwe borders, by:

(a) enquiring with the central authorities in the capitals;
(b) inspection of the records at the frontier posts;
(c) conducting origin-and-destination surveys at each frontier.

These surveys shall record

(i) Type of vehicle
(ii) Origin
(iii) Destination
(iv) Type of freight carried
(v) Approximate weight of freight
(vi) Number of passengers
(vii) Trip purposes of passenger split into African Tourists, non-African tourists and business passengers.

9. Determine the prices of various grades of diesel fuel and petrol at stations along the route

(a) by enquiring at the headquarters of the oil companies
(b) by observations along the route

10. Collect the traffic ordinances for each country, making sure that the following points are specifically covered

(a) rule of the road
(b) vehicle weights and sizes
(c) axle loadings and configurations
(d) vehicle lighting and marking
(e) vehicle road-worthiness
(f) vehicle licensing
(g) driver testing and licensing
(h) validity of foreign licenses
(i) insurance of vehicles and drivers
(j) road signs and markings
(k) highway design standards
(l) customs procedures for vehicles.

These items of information will be gathered from ministries of Transport, and Communications, the highway departments, the police, customs, and insurance companies.

11. Determine, by direct observation and enquiries en route, to what extent the ordinances listed above are observed in practice.

12. Prepare a complete road-log for each segment of the TEAH observed. This may be compiled from observations and measurements made during field trips along the Cairo-Gaborone Highway. Measurements required would be maximum speeds, net journey time and distance travelled, using vehicle speedmeters, chronometers and vehicle tripmeters. Traffic counts should be made of all vehicles met or overtaken during the course of the reconnaisance. Observations made would also include travel facilities along the routes and the economic characteristics of the areas adjacent to the routes. Technical conditions of the existing road should be examined and noted in some detail. Keys should be used to denote such roadway characteristics as river, rail and possibly ferry crossings, traffic roundabouts, any other major intersections and interchanges, and all junctions. Customs and police checks at frontiers and elsewhere should also be logged.

13. Prepare a list, for each country, of the bans, quotas and quarantine restrictions obtained from the ministries of trade, commerce, transport, finance and agriculture and forestry and their agencies, and from banks and import export agents, ministries and agencies; and banks and import/export agents.

14. Determine the restrictions on immigration and emigration, from the

(a) Ministry of the Interior
(b) Ministry of Foreign/External Affairs
(c) Ministry of health
(d) Police Commission/Department,
of each country.

15. Make a detailed examination of the existing customs procedures in each of the 6 countries, covering imports, transit goods, exports and re-exports. The examination shall be in two parts.

(a) an examination of the procedures laid down by the central authorities
(b) an examination of what actually happens at the relevant frontier posts.

16. Prepare a description (with sketch maps) of the physical layout of the frontier posts.

17. Determine the approximate cost of operating the relevant frontier posts, split into wages and overheads of:

(a) customs
(b) police
(c) health

This information should be gathered from the central authorities in the capitals, or by visiting the provincial offices.

18. Gather details of the administrative structure (including organization charts and manuals of procedures) applicable to the operations of the frontier posts for customs and all other functions. These should be obtained from the central authorities in the capitals.

19. Gather details of the administrative structure which actually holds at the frontier posts, for (a) customs and (b) for other functions. These should be gathered at the provincial offices and at the frontiers.

20. Prepare an appraisal of the operation of the frontier posts for customs and the other functions. This task would include carrying out measurements of delays to vehicles while passing through the border procedures. It should be done in conjunction with the origin-and-destination surveys mentioned earlier.

21. Carry out delay studies at ferries, and major river crossings, if any.

22. Prepare an appreciation of the ability of the member country to put any recommended changes into practice, for customs and for the other functions.

23. Gather details of the legal status of other international transport routes by:

(a) liaising with the relevant international bodies;
(b) consulting persons of standing in the field of transport law.

24. Gather material suitable for use in preparing recommendations for the establishment of any subsidiary or advisory bodies of Commission.

25. Note any social benefits that might be generated by the project.

PART 3 ANALYSIS OF FIELD WORK AND PREPARATION OF THE REPORT ON STUDIES

The Commission and its working group and teams will complete its field work by the end of September 1984, and assemble at Addis Ababa or at any other venue the Council and the Commission may decide, to discuss and agree on procedures required to analyse the data and information collected, and prepare its report and recommendations on implementation of the measures that would facilitate travel and trade along the Cairo Gaborone Trans East African Highway. Members of the Commission may then disassemble and carry out assigned duties, individually or collectively as agreed, and meet as required to finalize its work on phase I.

An outline of the tasks and activities required which may be carried out by designated individuals, teams or working groups, is listed below for review and adoption. These tasks may be accomplished individually or collectively, as the case may be, and as decided by the Commission.

1. Prepare an assessment of the reliability of the data gathered.

2. Prepare an economic description of the areas studies.

3. Prepare recommendations concerning the international legal status of the Cairo-Gaborone Trans-East African Highway Authority.

4. Write a concise account of variations in the traffic regulations between the countries, with recommendations for standardization.

5. Produce descriptions (with maps) of the location and layout of the frontier ports.

6. Write an appraisal of the operation of the frontier posts with recommendations for improvement where needed.

7. Write an appraisal of the administrative structure for the frontier posts, with recommendations for changes in the organization if needed.

8. Prepare a description of the existing trade between the eight member countries, giving the values and volumes in total and for the main commodities, and listing any bans and quotas.

9. Produce tables of existing passenger movement between the 8 countries with notes on immigration restrictions.

10. Produce tables showing the volume of vehicles crossing the frontiers at present, and the delays experienced in crossing.

11. Produce tables showing the prices of transport by different modes (for both passengers and freight) between the eight member countries.

12. Analyse the available data to produce forecasts of future trade and passenger movements between the eight countries, and forecasts of

future road traffic across the frontiers, estimate the likely future delays at the frontiers and the probable cost of these delays; evaluate methods of reducing these delays and recommend the best methods and their timing; prepare an assessment of the costs of carrying out any recommended changes.

13. Write a brief survey of any social benefits that may be expected to be generated by the project.

14. Prepare the draft final report summarising the conclusion and action recommendation to facilitate travel and trade on TEAH.

After collating contribution from members of the Commission and its subsidiary groups and teams, the Commission will once more hold a general meeting at the end of the first year, to consider its findings and recommendations and to formulate strategies for the implementation by member States of the recommendations effective measures for reducing and ultimately eliminating, to the extent possible, all obstacles of administrative and legal nature, to ensure the freedom of movement of persons and goods on the Cairo-Gaborone Trans-East African Highway.

Special Note

For the Interstate Facilitation Commission to be able to carry out its duties and responsibilities effectively, it would require the administrative support and backstopping of a strong permanent secretariat such as the TEAHA secretariat originally envisaged, or an alternative arrangement that could be relied upon to provide efficient secretariat services, otherwise the activities programmed would need to be reduced or phased out over a longer period of time to ensure their eventual success.

TERMS OF REFERENCE FOR A PREFEASIBILITY STUDY OF THE CAIRO-GABORONE TRANS-EAST AFRICAN HIGHWAY NETWORK

I. Objective

1. The aim of this study is to examine the technical and economic feasibility of the proposed Trans-East African Highway from Cairo to Gaborone via Egypt, the Sudan, Ethiopia, Kenya, the United Republic of Tanzania, Zambia, Zimbabwe and Botswana.

II. Scope of work

A. General

2. The scope of work shall include the pre-feasibility study of the proposed route as in "B" below and preparation of complete reports as required in accordance with section C.

3. The Team 1/ shall perform all technical and economic studies, field investigations, and related work as required to attain the objectives given in section I.

4. In the conduct of this work, the Team shall co-operate fully with the Governments concerned who will provide the data and services outlined in section III. The Team shall be solely responsible, however, for the analysis and interpretation of all data received and for the conclusions and recommendations contained in the report.

B. Pre-feasibility study

5. To determine the technical and economic feasibility of improving existing or constructing new, international roads comprising the Trans-East African Highway (see 6 below), the Team shall:

(a) Carry out a road inventory to determine the current condition of the existing road links along the proposed TEAH route;

(b) Study the development plans of the countries through which the highway would pass, and from the examination of those plans and trade patterns prepare estimates of national and international transport demands;

(c) Based on this estimate of transport demand, examine adequacy of the proposed route to serve the demand in the most economically beneficial manner and at the least possible transport cost;

1/ "Team" means the ECA/TEAHA group and any consultant(s) engaged in the study, and UNDTCD personnel seconded to the Team.

(d) Using existing and forecast traffic volume and information on vehicle types, specify alternative levels of improvements in construction and maintenance;

(e) Identify studies and improvement works required to upgrade sub-standard road sections, and determine the technical and financial resources necessary to carry out the improvements;

(f) For each section as well as for the TEAH route as a whole, rank alternative improvement strategies in order of economic priority;

(g) Based on this ranking make recommendations for the phased implementation of these improvements;

(h) Identify the non-physical barriers to inter-country travel and trade and make recommendations for the easement and removal of legal and administrative constraints.

6. The Team shall assess the feasibility of improving these existing road sections by relocation of short sections, reductions in curvature and grades, widening, and improvements in drainage and surfacing.

7. To determine the type and volume of future traffic for each of the route sections under study, the Team shall analyse all available statistical data on traffic in the areas served by these roads. In addition, the Team shall identify, describe and quantify existing and potential traffic-generating sources in the region served by the proposed highway based on the economic development plans of the countries traversed and on estimates of the future demand for road transport.

8. The Team shall undertake a preliminary economic evaluation of each of the route sections, using the methods outlined in section 5 above as well as section 10 following. On this basis, the Team shall make recommendations as to the best alignment, and level of construction, and maintenance standard for each road section.

9. The Team shall estimate the order-of-magnitude costs of improvement and/or of construction for each of the route sections under study.

10. The preliminary economic analysis of the proposed route and of the recommended improvement and construction programme shall include estimates of quantifiable economic benefits (which are anticipated to be primarily savings to road users) as well as an appreciation of non-quantitiable, social benefits such as improved delivery of rural health services, educational services, etc.

11. The Team shall prepare the following reports:

(i) Project inception report (10 copies) by the end of month one, giving a statement of the revised final work programme/schedule, and any changes to study scope resulting from unforeseen constraints;

(ii) Interim progress report (10 copies) by the end of month four giving statement of the results of the road inventory, traffic studies, and base data review. Also ellaboration of technical and economic evaluation methodologies to be employed;

(iii) Draft final report (25 copies) by the end of month six, summarizing all work performed and the study findings and recommendations;

(iv) Final report (100 copies) after receipt of comments on the draft final, and within two months of submission of draft final report.

12. All reports will be in English and French and wherever possible also in Arabic.

III. Data, local services and facilities to be provided by the Governments

A. Economic, traffic and technical data

13. Participating governments will provide the Team with all available data on:

(i) National and regional economic development plans, plus associated sector data on agricultural production, industry, etc;

(ii) Traffic studies, surveys, and counts,

(iii) Maps of the country and its transport networks, including any existing inventory data: and

(iv) Cost experience on recent similar construction and maintenance projects.

14. The Governments will also furnish the Team with all available information on transport costs and revenues and on the organization and operations of the government agencies and local authorities responsible for highway transport administration and maintenance.

B. Co-operation of governmental agencies and counterparts

15. In connection with the work by the Team that requires the co-operation of other government agencies, the Governments will provide liaison and will ensure that the Team has access to all information required for the completion of the services.

16. The Governments will assign qualified counterparts to work with the Team for the purpose of liaison, training and review of the findings and recommendations of the Team.

C. Local staff

17. The Governments will assist, if requested by the Team, in the selection of clerical and technical staff as well as drivers for vehicles to be produced by the Team. The salaries and incidental expenses of all such local staff will be borne by the Team.

INDICATIVE TERMS OF REFERENCE OF THE WORKING GROUPS

I. Terms of reference for the Working Group on Immigration (WGI)

The Working Group on Immigration problems will ensure implementation of standard regulations governing immigration on a uniform basis in each country.

The following matters, among others, will be covered:

- Granting of permission for a temporary stay upon presentation of a valid passport;
- Possibility of bilateral or multilateral agreements on abolition of visas;
- Issuance of temporary visas at border posts;
- Elimination of health checks;
- Establishment of a common identity card for users of the transit route.

Considerations on immigration service

- In order to protect employment, the duration of stay for each person in transit (not to exceed three months) should be stipulated.
- For security reasons it might be necessary to guarantee means of support for persons in transit throughout their stay.

II. Terms of reference for the Working Group on Customs (WGC)

The Working Group on Customs services will consider facilitation of:

- Customs regulations in force in each country, particularly regarding:
  (a) Temporary importation of private vehicles;
  (b) Temporary importation of commercial vehicles;
  (c) Importation and exportation of goods;
  (d) Customs laws pertaining to foreign trade;
  (e) Exchange regulations.
- The Group will endeavour to relax such formalities and reduce them to their simplest expressions. It will also propose adoption of a uniform system acceptable to all.

Considerations on customs and foreign trade regulations

- The relaxation of customs barriers is often accompanied by a loss of revenue which is difficult to offset without recourse to other indirect levies;

- New industries cannot operate without protection;

- Reduced control of foreign trade could lead to a trade balance deficit that could be dangerous if it should persist.

Based on the above the Working Group should define administrative and economic measures that could expand inter-African trade flows with a minimum of adverse economic effects.

Specific trade incentives

- The bilateral or multilateral identification of needs and supplementary resources enabling two countries to draw up a list of products particularly well suited to intra-African trade;

- Basic simplification of procedures within the Cairo Gaborone area to permit free circulation of goods;

- Effective and efficient transfer of revenues among member countries;

- Elimination of dual taxation deriving from transit trade in countries with a maritime outlet;

- Initiation of the reduction or elimination of domestic levies other than customs duties impeding the movement of goods;

- Study of monetary problems relating to inter-African trade, particularly non convertibility of foreign exchange of African countries.

III. Terms of reference for the Working Group on Traffic regulations (WGT)

The WGT will consider the following points:

- Legislation governing traffic and vehicles (weight, load per axle, dimensions);

- License legislation;

- Vehicle insurance legislation;

- Highway design standards;

- Road signs, markings and signals.

In addition to the items noted, the Working Group will promote:

- Standardization of regulations on road traffic in force in each country
- Simplification of rules applicable to traffic of goods and travellers;
- Simplification and standardization of customs regulations applicable to temporary importation of private and commercial vehicles;
- Extension of transit facilities benefiting transport of goods between ports and noncoastal countries;
- Automobile insurance.

The Group should also promote the establishment of facilities to be made available to users of trans-African roads, such as:

(a) Petrol stations;

(b) Lodgings;

(c) Vehicle repair shops;

(d) Exchange offices.

General

The Working Groups would, collectively, promote the collection, (on a continuous basis) of data and information so as to establish a reliable data base on constraints to travel and trade along the Cairo Gaborone Highway and its feeder road system. Such information shall include; but would not be limited to:

(a) Statistics on trade flows, including mode and, if possible, point of importation and exportation;

(b) Laws and regulations dealing with immigration and emigration, goods and vehicle traffic across borders, covering road and rail traffic and transport;

(c) Most recent customs regulations and rates;

(d) Road construction standards as established or recommended by the governments and construction details of suitable existing main roads;

(e) Chronological sequence of traffic of persons, goods and vehicles through border posts;

(f) Details on organization and operation of central and local administrative services responsible for transport and customs border control.

The above basic information would help perpetual updating of the treaties and agreements enacted to facilitate travel and trade on the TEAHA.